



РОССИЙСКАЯ ФЕДЕРАЦИЯ -  
СОЕДИНЕННЫЕ ШТАТЫ АМЕРИКИ

RUSSIAN FEDERATION -  
UNITED STATES OF AMERICA



## **MEMORANDUM**

**of the Second Meeting  
of the Joint Coordinating Committee  
On Radiation Effects Research (JCCRER)**

**October 26-28, 1996.**

**Moscow**

# MEMORANDUM

## of the Second Meeting of the Joint Coordinating Committee On Radiation Effects Research (JCCRER)

A joint meeting of the Russian and the American delegations within the framework of the Intergovernmental Russian-American Agreement on "Cooperation in Research on Radiation Effects for the purpose of Minimizing the Consequences of Radioactive Contamination on Health and the Environment" was held in Moscow, Russia on 26-28 October, 1996.

### **The purpose of this meeting was to:**

- 1) Discuss the principal results of the activities since the previous, October 1994 meeting;
- 2) Agree on the budgetary guidelines and strategies for funding JCCRER activities;
- 3) Discuss a no-tax policy for U.S. funds directed to Russia within the framework of the Agreement;
- 4) Transfer of Health and Environmental Effects of the Chernobyl Accident (Working Group 7) activities under the Joint Coordinating Committee for Civilian Nuclear Reactor Safety to the auspices of the JCCRER;
- 5) Approve the revised guiding principles and implementation plan; and
- 6) Identify new actions to be completed by the Executive Committees.

The American side was represented by:

### **United States JCCRER members:**

- Dr. *Tara O'Toole* - Assistant Secretary for Environment, Safety and Health, U.S. Department of Energy and U.S. Co-chair;
- Ms. *Greta J. Dicus* - Commissioner, U.S. Nuclear Regulatory Commission;
- Dr. *Richard J. Jackson* - Director, National Center for Environmental Health, U.S. Department of Health and Human Services;
- Dr. *Anna Johnson-Winegar* - Director for Environmental and Life Sciences, U.S. Department of Defense.

### **United States Executive Committee (EC) members:**

- Dr. *Paul J. Seligman* - Deputy Assistant Secretary, Office of Health Studies, U.S. Department of Energy and U.S. Co-chair Representative;
- Dr. *Shlomo S. Yaniv* - Senior Technical Advisor, Office of Nuclear Regulatory Research, U.S. Nuclear Regulatory Commission;
- Dr. *Peter Henry* - Director, Office of Europe and the NIS, OIRH-OS, U.S. Department of Health and Human Services;

- Dr. *E. John Ainsworth* - Scientific Director, Armed Forces Radiobiological Research Institute, U.S. Department of Defense.

The Russian side was represented by:

**Russian JCCRER members:**

- Dr. *Viktor Alekseevich Vladimirov* - Deputy Minister, Ministry of the Russian Federation for Civil Defense Affairs, Emergencies and Elimination of Consequences of Natural Disasters and Russian Co-chair;
- Dr. *Nikolai Nikolaevich Egorov* - Deputy Minister, Ministry of the Russian Federation for Atomic Energy;
- Dr. *Aleksey Mikhaylovich Moskvichov* - First Deputy Minister, Ministry of Health of the Russian Federation.

**Russian EC members:**

- Dr. *Leonid Alexandrovich Bolshov* - Director, Russian Academy of Sciences Nuclear Safety Institute and Co-chair;
- Dr. *Lubov Ivanovna Anissimova* - Advisor to Minister, Ministry of the Russian Federation for Civil Defense Affairs, Emergencies and Elimination of the Consequences of Natural Disasters, (not present);
- Dr. *Mikhail Filippovich Kisselev* - Deputy Director, Federal Department, Ministry of Health of the Russian Federation;
- Dr. *Alexandr Pavlovich Panfilov* - Division Head, Ministry of the Russian Federation for Atomic Energy.

**1) On principal results of the activities performed:**

The Executive Committee Co-chairs reported on the highlights of scientific workshops, the activities of Scientific Review Groups (SRG), and the outcomes of past joint Executive Committee meetings.

The Executive Committee representatives then presented the project summaries, SRG recommendations on long-term proposals, and updates on new projects in Directions 2 and 3.

JCCRER approved the results of the pilot projects, adopted final reports, and pointed out the importance of continuing works in Directions 1 and 2 in the framework of long-term projects.

The Sides pointed out that the expected amount of financial support of projects in Directions 1 and 2 would not allow scientists to implement the proposed programs on long-term projects in full scale.

**2) Items Agreed Upon by Participating Parties:**

- a. Budgetary Guidelines and Strategies for Funding Activities Under the JCCRER The parties agreed on the necessity of elaborating general budgetary guidelines, assumptions and accounting for U.S. agencies providing direct assistance, under the purview of the JCCRER, to Russian Institutes and

scientists and entrusted the ECs with preparation and approval of suitable budgetary guidelines. The US side of the JCCRER is committed to funding long-term projects in FY 1997 relating to Direction 1 and Direction 2. Funding is contingent upon completion of revised protocols, satisfactory results of the feasibility study for Project 2.3, approval of the Budgetary Guidelines by the joint EC, final determination of budgets for each project and identification of Russian level of support for each project. Continued support beyond FY 1997 will be contingent upon the availability of funds.

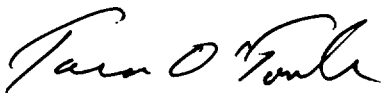
- b. No-Tax Policy The American Executive Committee presented its proposal on "no-tax" policy (Appendix I) as applied to all U.S. funds to support cooperative research under the purview of the JCCRER. Both parties endorsed these proposals and agreed to facilitate their realization, which would maximize the amount of U.S. funding to directly support Russian scientists and institutions responsible for JCCRER projects. The Russian Federation (RF) Agencies, parties to the JCCRER, will perform all the activities required by RF taxation authorities to implement this "no-tax" policy.
- c. Transfer of Working Group 7 Activities of the JCCCNRS (Joint Coordinating Committee for Civilian Nuclear Reactor Safety) to the Auspices of the JCCRER The American Executive Committee submitted an offer to transfer all research activities on health and environmental effects of the Chernobyl catastrophe (Working Group 7), being carried out in the RF under the jurisdiction of the JCCCNRS, to the JCCRER. The parties supported the proposal and committed themselves to reach an accord with the new heads of the JCCCNRS within 90 days.
- d. Approval of Revised Guiding Principles and Implementation Plan The American Executive Committee presented the revised implementation plan and guiding principles for conducting joint research under the Agreement (Appendix II). The parties agreed on these modifications and approved the revised plan and principles.
- e. Direction 1 - Scientific Workshop on Environmental Dose Reconstruction The JCCRER charged the EC to plan and schedule a workshop to better define the scope, priorities, and feasibility of projects being conducted under Direction 1 in light of limited resources to support this Direction. MAYAK expressed preparedness to participate in this project by contributing to reconstruction of the source term.
- f. Direction 2 - Dosimetric Data Base The development of a comprehensive dosimetric data base for all projects in this Direction was approved as a new project, project 2.4.
- g. Direction 3 - Information Technologies in Research on Radiation Effects and Decision-Making Support The JCCRER reemphasized the importance of this Direction and asked that the recommendations for further work in this area, generated at the November 12-14 joint workshop, be developed before January 1, 1997.
- h. Public Involvement Both sides emphasized the importance of public involvement in the successful implementation of the research projects supported under the JCCRER and charged the EC to identify future activities of the Bilateral Working Group.

### 3) Charges to the Executive Committees:

The JCCRER entrusted the Executive Committees to complete the necessary actions and to report to the JCCRER on each within the next 60 days:

- ◆ Prepare and approve the budgetary guidelines to ensure more efficient administration of funds for activities under the Agreement;
- ◆ Prepare a summary of results of the joint workshop on Response to Radiation Accidents, to be held on November 12-14, 1996, including planned publications;
- ◆ Prepare recommendations regarding further workshops, exercises or other projects under Direction 3;
- ◆ Prepare an action plan for implementation of "no-tax" policy;
- ◆ Clarify funding mechanism(s) including protocols for transfer of funds to participating Russian institutions;
- ◆ Prepare a comprehensive list of U.S. and Russian organizations taking part in the Agreement;
- ◆ Define future activities regarding public involvement;
- ◆ Schedule and plan an Environmental Dose Reconstruction workshop; and
- ◆ Take steps necessary to complete revised project proposals in order to start the project funding in early 1997.
- ◆ Initiate planning for the next JCCRER meeting to take place in March 1997.

for the United States of America



Dr. Tara O'Toole

for the Russian Federation



Dr. Viktor Vladimirov

# **APPENDIX I**

## **Taxation of U.S. Funds Paid for Radiation Effects Research Projects in Russia**

In keeping with 1) the Memorandum of Agreement "On Cooperation in Research on Radiation Effects for the Purpose of Minimization of Consequences of Radioactive Contamination on Health and Environment signed in 1995, and 2) the Agreement between the Government of the United States of America (USG) and the Government of the Russian Federation Regarding Cooperation to Facilitate the Provision of Assistance signed April 4, 1992 (the "1992 Assistance Agreement"), the United States' agencies of the Joint Coordinating Committee on Radiation Effects Research (JCCRER) take the position that no tax should be paid on funds and other assistance provided by the USG in support of scientific research co-sponsored by the USG and the Russian Federation.

The "Agreement On the Implementation of Tax Postponements under the Gratuitous Assistance Rendered to the Russian Federation by the United States Government" (the "1996 Tax Postponement Agreement") signed by Russian Federation Minister of Finance V.G. Panskov and U.S. Ambassador Thomas R. Pickering on April 16, 1996, calls for the postponement of "any tax and duty payments under assistance programs" for a period of six months until provisions of the Russian laws could be amended to accommodate the conditions of the "1992 Assistance Agreement." This moratorium on taxation expired on October 16, 1996 and negotiations are currently underway to extend the moratorium to allow additional time to amend Russian tax codes.

The U.S. agencies party to the JCCRER henceforth will be seeking certification from the U.S. Embassy in Moscow, per the attachments to the "1996 Tax Postponement Agreement," for exemption from all Russian Federation national and local taxes, and customs duties for funds or goods dedicated to the support of collaborative scientific research under the binational JCCRER agreement.

The U.S. agencies are committed to working with our counterparts in Russia to ensure implementation of this policy in recognition of the paramount importance of the scientific collaboration embodied in the JCCRER agreement and the limited amounts of funds to support these cooperative research efforts.

## **APPENDIX II**

### **Implementation Plan**

#### **1. BACKGROUND**

The activities of nuclear industry, worldwide, during the last 50 years has resulted in significant contamination of the environment, and exposure to thousands of people among the general population and nuclear industry workers. Until recently, many of the data related to these exposures remained classified. During the last few years, a great deal of this information has been declassified, thus providing the opportunity to study the consequences of those exposures and greatly increase our understanding of the health effects of radiation.

The preservation, restoration, and analysis of radiation exposure, medical, and environmental data are extremely important to the United States, the Russian Federation, and to the world. These data may serve as the basis for new radiation effects studies that could offer new insights into the health effects of radiation and ultimately provide the foundation for better radiation protection standards. Most of our knowledge on health effects and risks associated with radiation exposure is now based on studies of persons exposed for medical purposes and studies of the atomic bomb survivors in Hiroshima and Nagasaki. The confounding factors in the studies on people exposed for medical reasons include an already diseased population, age and gender distributions which are unrepresentative of the general population, and in most cases, involve large doses, given in multiple fractions, delivered at high rates, to just portions of the patients' bodies.

Conversely, the atomic bomb survivors were exposed to a very short burst of external radiation, which does not correspond to the pattern of exposure normally encountered or expected in the nuclear fuel cycle and in other uses of radiation and radioactive materials. In all radiation risk issues, there is no direct human database equal in robustness to that of the atomic bomb survivor database; and thus, our current risk and regulatory policies are primarily driven by and extrapolated from the Hiroshima-Nagasaki data. However, the assessment of risk by extrapolation to low doses and dose rates, from data collected at high doses and rates, has not been validated. This issue is of premier importance for accurate risk assessment and management and our understanding of how risk may be reduced at low dose rates stands to be greatly enhanced by studying the exposed Russian Federation populations.

One of the world's most significantly contaminated areas is in the Southern Urals area of the Russian Federation. The Southern Ural's databases may provide the answer to the question of whether chronic low-level exposures

pose a coefficient of risk different from that previously assumed. The range of doses experienced in the Russian Federation is comparable to Hiroshima-Nagasaki. The significant differences between the exposed populations of Hiroshima-Nagasaki and Southern Urals are that the Southern Urals populations are larger, they were chronically exposed over long periods of time, and the exposures were from both external radiation and internally deposited radionuclides. More definitive studies on the Southern Urals populations may prove to be a key factor in future reassessments of radiation protection standards and regulations.

Radiation research with the Russian Federation provides a unique opportunity to address questions and issues concerning possible risks to populations from protracted exposure to internal and/or external radiation. Possible examples include exposures from uranium mining, nuclear facilities operations, transport and disposal of radioactive materials, radon, the testing and dismantling of nuclear weapons, medical exposure, and grossly contaminated sites or facilities.

Investigation and validation of a coefficient of risk from chronic radiation exposure compared to acute exposure could be of major medical and economic significance, as it could provide guidance on risks to actually and potentially exposed populations, populations that today are seriously concerned about future risks from past or future environmental contamination with radionuclides.

Given these opportunities to advance our knowledge of the human and environmental effects of radiation, the Governments of the United States and the Russian Federation signed, on January 14, 1994, the "Agreement Between The Government of the United States of America and the Government of the Russian Federation on Cooperation in Research on Radiation Effects for the Purpose of Minimizing the Consequences of Radioactive Contamination on Health and the Environment."

Over two years have passed since the Agreement was signed. In accordance with Article III, Item 4, of the Agreement, the JCCRER is taking action to adjust its operations to ensure effective implementation of the Agreement. The changes agreed to as set out in this revised Implementation Plan constitute those actions taken by the JCCRER.

## **2. AREAS OF COOPERATION**

Under the provisions of the Agreement, the associated work deals broadly with the field of ionizing radiation effects research.

## **3. MANAGEMENT STRUCTURE**

### **A. Joint Coordinating Committee for Radiation Effects Research (JCCRER)**

Description:

For the purpose of implementing the Agreement, the Parties have established a Joint Coordinating Committee for Radiation Effects Research (JCCRER) in

accordance with Article III of the Agreement. The JCCRER is a high-level committee representing government organizations from the United States and the Russian Federation tasked with carrying out the common goals articulated in the Agreement. Currently, the JCCRER is Co-Chaired by a representative from the Department of Energy (for the United States) and the Ministry of the Russian Federation for Civil Defense Affairs, Emergencies, and Elimination of Consequences of Natural Disasters, EMERCOM (for the Russian Federation).

#### Membership:

In accordance with Article V of the Agreement, membership in the JCCRER will be open to any government agency sponsoring, conducting or promoting research on the health effects of radiation in the Russian Federation. Members will be obligated to conduct their business in accordance with the Principles set forth by the JCCRER.

Members of the U.S. JCCRER may offer funds, expertise, and/or be advocates to influence support for the validation of health effects studies in the Russian Federation.

In accordance with Article III, Item 3, the JCCRER will determine each Party's membership in the JCCRER. JCCRER representatives should be at the rank of Deputy Minister, Assistant Secretary, or equivalent, from key Ministries and Agencies involved in the cooperation within the framework of the Agreement.

#### Meetings:

The JCCRER meets annually. Meetings will generally alternate in location between the Russian Federation and the United States of America. Times, places and agendas will be agreed upon in advance by the Parties. Management and support services for the JCCRER meetings shall be the responsibility of the hosting party.

### **B. Executive Committee (EC) of the JCCRER**

#### Description:

To assist JCCRER members in day-to-day business, an Executive Committee shall be established. Each JCCRER member shall be represented by a designated counterpart on the EC. The EC is Co-Chaired by representatives of the JCCRER Co-Chairs.

The EC will ensure direct communication between the partners within the Agreement, coordinate the work of national organizations, and ensure the effective and efficient implementation of JCCRER Principles. The EC shall: (1) be responsible for day-to-day communication between the partners for the coordination of ongoing and proposed research activities; (2) provide administrative and technical support to the JCCRER in developing the program of cooperation and drafting guidelines for conducting research activities under the Agreement; (3) identify potential partner institutions and scientists in both countries; and (4) organize and coordinate the annual

JCCRER meetings. Co-chairs of the EC will ensure that relevant documents and other communications be distributed or shared expeditiously to all JCCRER and EC members in their respective countries.

Membership:

EC membership shall consist of directors or program managers, or equivalents, from the involved Ministries and Agencies. Generally, each JCCRER member shall appoint one designated representative to the EC.

Meetings:

The United States and Russian ECs meet as they deem necessary (at least semi-annually) in their respective countries. The joint EC, representing both countries, meets annually at or around the time of the annual JCCRER meeting (or as necessary). Routine and informal exchange of information between the United States and Russian ECs is encouraged.

## **Guiding Principles of the Joint Coordinating Committee for Radiation Effects Research (JCCRER)**

What follows are general principles with which each organization conducting research under the Agreement agrees to comply. The principles are developed and reconfirmed annually by the JCCRER. Together, the principles comprise the JCCRER's philosophy on how research should be conducted. They do not represent prescriptive procedures, but rather, basic concepts and guidelines that should be followed by organizations conducting collaborative radiation effects research with the Russian Federation. There is no single method to achieve these principles. Instead, each organization has the flexibility to independently determine how they will implement and meet the intent of the principles.

- ◇ **Peer Review** - Review of the scientific projects by scientists with expertise in the field of study. Review should focus on the methodology, soundness of experimental designs, reliability of results, interpretation of data, soundness of conclusions, novelty of gained knowledge, importance to scientific field, and expected success of projected studies.
- ◇ **Scientific Management Oversight** - All programs are reviewed periodically to establish satisfactory progress of the studies, to identify and share best practices, to help identify and prioritize research areas of interest, and to assure adherence to the implementation plan and guiding principles of the JCCRER.
- ◇ **Data Access and Sharing** - With due consideration to the issue of proprietary information referred to in the addendum of the agreement, data obtained by scientists working under the program are made available to any scientists who may be interested in those results. Data should be shared to promote the progress of the overall program, and radiation health science generally, consistent with the provisions of the Agreement.
- ◇ **Openness of Programs to Scientific/Technical Community** - Programs should encourage competition in the awarding of grants for research under this program.
- ◇ **Integrated Projects** - Scientific projects should be structured to complement one another by coordinating planned studies, communicating results, and maximizing scientific output. Related projects should be planned and conducted using frequent communication and exchange of information to enhance each other's achievements and avoid duplication of effort.
- ◇ **Reporting of Progress and Results** - At the time of the annual meeting, each JCCRER member should discuss the status of their research and provide summary reports when appropriate.
- ◇ **General Conduct of Studies** - Programs should consider the sponsoring agency's requirements regarding the use of human subjects, animal research, and workplace safety.
- ◇ **Public Information Sharing and Involvement** - Programs should consider the sponsoring agency's requirements as well as the bilateral working group's recommendations in preparing plans for public information sharing and involvement.

з. Направление 3 - Информационные технологии в исследовании радиационного воздействия и поддержке принятия решений ОККИРВ еще раз подчеркнул важность данного Направления и высказал пожелание, чтобы предложения по дальнейшей работе в этой области были сформулированы после совместного семинара, намеченного на 12-14 ноября 1996 г., в срок до 1 января 1997.


и. Вовлечение общественности Обе стороны подчеркнули важность вовлечения общественности для успешного выполнения исследовательских проектов, поддерживаемых ОККИРВБ и поручили ИК определить будущую работу Двусторонней рабочей группы.

### **3) Поручения Исполнительному Комитету:**


ОККИРВ поручил ИК провести необходимую работу и представить доклад ОККИРВ в течение 60 дней по следующим пунктам:

- Подготовить и утвердить Руководство по бюджету для обеспечения более эффективного управления работами по Соглашению.
- Подготовить обзор результатов семинара по аварийному реагированию (12-14 ноября 1996 г.), включая планируемые публикации;
- Подготовить рекомендации по проведению семинаров, учений и других проектов по Направлению 3;
- Подготовить план действий по внедрению “безналоговой” политики;
- Уточнить механизмы финансирования, включая протоколы по переводу средств российским участникам проектов;
- Подготовить исчерпывающий список американских и российских организаций - участников Соглашения;
- Определить будущую работу по вовлечению общественности;
- Составить график и план семинара по восстановлению доз, обусловленных окружающей средой;
- Предпринять необходимые шаги по завершению внесения изменений в предложения по проекту с тем, чтобы финансирование проекта открылось в начале 1997 года;
- Начать работу по подготовке следующего заседания ОККИРВ, намеченного на март 1997 г.

от Российской Федерации

  
Д-р Виктор Владимиров

от Соединенных Штатов Америки

  
Д-р Тара О'Тул